

## Message Text

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ACTION AF-06

INFO OCT-01 ISO-00 AID-05 IGA-02 EB-07 AGR-05 COME-00

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P R 291010Z JAN 76

FM AMEMBASSY CONAKRY

TO SECSTATE WASHDC PRIORITY 1549

INFO AMEMBASSY DAKAR

C O N F I D E N T I A L CONAKRY 0198

E.O. 11652: GDS

TAGS: EAID GV

SUBJECT: GUINEA FY 76 PL 480 TITLE I PROGRAM

REF: A) STATE 012748 B) CONAKRY 1855 C) STATE 011867

1. SUMMARY: PROPOSED FY 76 PL 480 TITLE I PROGRAM MAY ULTIMATELY BE SATISFACTORY TO GOG AND AS PRESENTLY SCHEDULED WILL MEET MUTUAL NEED TO ADVANCE TITLE I CYCLE TO AVOID DELIVERY COMPLICATIONS. HOWEVER, WOULD HOPE THAT FORTHCOMING INSTRUCTIONS WILL PERMIT EMBASSY TO USE NEGOTIATIONS AS FORUM -- AND PROPOSED AGREEMENT AS LEVERAGE -- FOR BRINGING ABOUT DIALOGUE WITH GOG ON EFFECT GOG AGRICULTURAL POLICY ON PRODUCTION. "SELF-HELGD REQUIREMENTS" FY '75 AGREEMENT SHOULD PROVIDE THIS LEVERAGE, AND EMBASSY SUGGESTS NO CHANGE IN REQUIREMENTS THIS YEAR. END SUMMARY.

2. MEETING WITH THE AMBASSADOR DEC 10, 1975 PRESIDENT TOURE CHARACTERIZED THE 1975 AGRICULTURAL CAMPAIGN AS A TOTAL FAILURE. HIS REMARKS SHARPLY CONTRAST WITH CONTINUING GOG PUBLIC POSTURE TOUTING SUCCESS OF CAMPAIGN. DESPITE FAILURE, GOG REMAINS IDEOLOGICALLY COMMITTED TO ELIMINATION OF CAPITALIST, I.E., FREE MARKET, TENDENCIES IN AGRICULTURAL PRODUCTION AND COMMERCIALIZATION. MEASURES ADOPTED IN 1975 COMPLETED THE NATIONALIZATION OF MARKETING IN GUINEA. WHILE THE MAJORITY OF AGRICULTURAL PRODUCTION REMAINS IN PRIVATE HANDS, GOG IS NOW ONLY LEGITIMATE MARKET FOR AGRICULTURAL SALES. THUS GOG NOW  
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DICTATING PRODUCTION, PRICE AND DISTRIBUTION POLICY.

3. NEARLY ALL GOG EFFORTS IN THE AGRICULTURAL SECTOR ARE CURRENTLY FOCUSED ON THE BRIGADE SYSTEM WHICH IS BASED ON A CORE OF VOLUNTEER STUDENT LABOR. THE XER##  
BRIGADES IN CY 75 PRODUCED  
18,000 MT RICE. ULTIMATELY IT IS THE GOG INTENTION TO COLLECTIVIZE AGRICULTURAL PRODUCTION. TOWARD THIS END 1800 ADDITIONAL BRIGADES WILL BE TARGET IN 1976.

4. GUINEA'S AGRICULTURAL PROBLEMS START WITH THE BASIC PROBLEM OF UNDERDEVELOPMENT AND ARE EXACERBATED BY IMPOSITION OF POLICIES WHICH ARE MEASURED FOR SUCCESS IN TERMS OF EXTENT TO WHICH THEY MEET IDEOLOGICAL CRITERIA. FROM STRICTLY DEVELOPMENTAL POINT OF VIEW, EMBASSY FINDS CERTAIN POSITIVE ELEMENTS IN BRIGADE SYSTEM, PARTICULARLY AS MECHANISM FOR INTRODUCING MODERN FARMING METHODS. HOWEVER, IT IS DIFFICULT TO ENVISAGE A COLLECTIVIST SYSTEM REPLACING TRADITIONAL PRIVATE PRODUCTION EVEN IF THAT PRODUCTION IS ESSENTIALLY BACKWARDS, AT A SUBSISTENCE LEVEL AND DESPITE THE PROCLAIMED HISTORICAL ORIGINS OF COMMUNAL COOPERATION.

5. IF PL480 IS TO ASSUME A GREATER ROLE AS A DEVELOPMENT RESOURCE (REF C) IMPACT OF U.S. CONCESSIONAL SALES ON GUINEAN AGRICULTURAL POLICY SHOULD BE A PRIMARY CONSIDERATION. THE COLLAPSED STATE OF GUINEAN AGRICULTURE HAS BEEN NOTICED FOR SEVERAL YEARS. THIS CRITIQUE OVERLOOKS THE FACT THAT SUBSISTENCE PRODUCTION BASICALLY KEPT UP WITH POPULATION GROWTH. THE PROBLEM WITH GUINEAN AGRICULTURE IS ITS FAILURE TO COPE WITH INCREASING URBANIZATION. PL 480 HAS ESSENTIALLY ASSUMED THE ROLE OF SUPPLYING THE URBAN AREAS, AND MAINLY CONAKRY.

6. U.S. DELIVERIES TO GUINEA IN TERMS OF OVERALL COMMODITY AVAILABILITIES ARE QUITE MODEST. HOWEVER, THE DELIVERIES ARE CRITICAL IN MEETING URBAN SHORTFALLS. SHOULD PL 480 BE REDUCED, THE GREATEST IMPACT WOULD BE FELT IN THE CAPITAL. THE EMBASSY HAS NO ILLUSIONS ABOUT DETERRING THE GOG FROM ITS OVERALL IDEOLOGICAL COMMITMENTS. A DECREASE IN PL 480 WOULD LIKELY BE MET IN ANY CASE THOUGH GOG COMMERCIAL PURCHASES OR DELIVERIES FROM OTHER AID DONORS AND NOT THROUGH MODIFICATIONS IN AGRICULTURAL POLICY.

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7. AN ADDITIONAL PROBLEM IS THE PROCLIVITY OF THE GOG TO AGREE TO ALMOST ANYTHING WHEN AN AGREEMENT IS SIGNED (I.E. SELF-HELP PROVISIONS) THE BELIEF THAT IN PRACTICE THE USG IS MORE CONCERNED WITH BUREAUCRATIC REQUIREMENTS THAN SUBSTANTIVE INTENT, I.E., WHETHER THE MULTIFARIOUS PL 480 REPORTS ARE RECEIVED RATHER THAN WHAT THEY SAY. NONETHELESS, THE SELF-HELP PROVISIONS OF TITLE I AGREEMENT, IF PROPERLY STRESSED DURING NEGOTIATIONS,

SHOULD PROVIDE SOME LEVERAGE, AT LEAST TO MAKE GOG FOCUS ON PROBLEM.

8. ASSUMING NAC CLEARANCE OF COMMODITIES AND QUANTITIES, AND UNLESS DEPARTMENT HAS OBJECTION, EMBASSY WOULD PROPOSE TO OPEN NEGOTIATIONS BY OFFERING LESS THAN TOTAL AMOUNT ALLOCATED; E.G. PERHAPS 5000MT RICE AND 1500 MT OIL. GOG WOULD UNDOUBTEDLY BE DISSATISFIED AND WOULD REQUEST MORE (THEY MAY DO SO IN ANY CASE). ENSUING NEGOTIATIONS WOULD ENABLE EMBASSY PUT ACROSS VIEWS THAT IT DESIRES TO CONVEY.

9. ABOVE TACTICS CAN ONLY BE SUCCESSFUL IF DEPT. AND USDA TO NOT REPEAT NOT INFORM GOG EMBASSY WASHINGTON OF FY '76 PL 480 ALLOCATIONS TO GUINEA.  
MACDONALD

NOTE BY OC/T: ##AS RECEIVED.

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## Message Attributes

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